EXHIBIT 1



Administrator's Decision USF Contributor Issue

Via Electronic and Certified Mail

December 9, 2011

Mr. Jeffrey Mitchell Lukas, Nace, Gutierrez & Sachs, LLP 8300 Greensboro Drive Suite 1200 McLean, VA 22102

Re:

InComm Solutions, Inc. (Filer ID No. 828883)

Alleged Over Payment of Universal Service Contributions

Dear Mr. Mitchell:

The Universal Service Administrative Company (USAC) has completed its review of the letter you sent on behalf of InComm Solutions, Inc. (InComm), dated October 14, 2011. The letter requests that USAC recalculate InComm's universal service contribution obligations for the period between October 2008 and June 2011 based on information provided by InComm's underlying carrier. As discussed in more detail below, USAC hereby denies InComm's request.

USAC Decision: Denied.

Federal Communications Commission (FCC or Commission) regulations require telecommunications carriers to file an annual FCC Form 499-A. In addition, carriers are required to file quarterly FCC Form 499-Qs, unless they meet the *de minimis* exemption. USAC relies on projected revenue for the upcoming quarter as reported on the FCC Form

¹ See 47 C.F.R. § 54.706(a) ("Entities that provide interstate telecommunications to the public, or to such classes of users as to be effectively available to the public, for a fee will be considered telecommunications carriers providing interstate telecommunications services and must contribute to the universal service support mechanisms."). See also, 47 C.F.R. § 54.711(a) ("The Telecommunications Reporting Worksheet sets forth information that the contributor must submit to the Administrator on a quarterly and annual basis."); 47 C.F.R. § 54.708 (providing that "[i]f a contributor's contribution to universal service in any given year is less than \$10,000 that contributor will not be required to submit a contribution or Telecommunications Reporting Worksheet for that year unless it is required to do so by our rules governing Telecommunications Relay Service, numbering administration, or shared costs of local number portability"). We note that regulations governing the Telecommunications Relay Service require all interstate telecommunications service providers to file at least an annual Telecommunications Reporting Worksheet (FCC Form 499-A). 47 C.F.R. § 64.604(c)(5)(iii)(A-B). Regulations governing local number portability and number administration require all telecommunications carriers providing service in the United States to complete an FCC Form 499-A. 47 C.F.R. §§ 52.32(b) and 52.17(b).

499-Q to bill contributors and relies on the annual FCC Form 499-A to reconcile billings for the previous year, as projected on the FCC Form 499-Qs.²

The FCC has stated that timely filing of the FCC Form 499 is an essential administrative requirement that serves the public interest and is a requirement upon which the FCC relies in order to determine the quarterly universal service contribution factor.³ Businesses associated with the Commission have a responsibility to familiarize themselves with the rules and regulations that are relevant to their business.⁴ For carriers, this includes familiarizing themselves with the FCC Forms 499 and their corresponding instructions. In all cases, it is the contributor's obligation to ensure filings are made in a timely manner.

Regarding InComm's letter, the company states that it is a provider of stand-alone audio bridging services that recently came into compliance with its Form 499 filing requirements and has remitted \$578,215.48 in past and current universal service contributions and late filing penalties. The letter further states that at the time of the Commission's InterCall Order, InComm made significant efforts to comply with the new rule, however, the August 2008 and November 2008 FCC Form 499-Qs submitted by InComm could not be processed due to missing information. InComm acknowledges that USAC staff notified the company that the forms could not be processed, but states that "[w]hile InComm intended to pursue the non-acceptance of these original filings, the 2008 financial crisis battered the company and it has only recently come into a position to resolve the issue." InComm also explains that between October 2008 and June 2011, the company's revenues were treated as end-user by its underlying carrier because InComm could not certify that it was a direct contributor to universal service. The letter requests that USAC recalculate the amount of InComm's universal service contribution obligations for the period between October 2008 and June 2011 utilizing revenue information provided by InComm's underlying carrier. The letter also asserts that failure to perform such a recalculation will result in the double-payment of universal service contribution amounts by InComm in the amount of \$261,341.

In the *InterCall Order*, the Commission confirmed that stand-alone audio-bridging services are telecommunications services under the Telecommunications Act of 1996 and the Commission's *First Report and Order*. Accordingly, beginning October 1, 2008, stand-alone audio bridging service providers were required to report their revenues and directly contribute to the universal service support mechanisms. From an administrative

Review of a Decision of the Universal Service Administrator by Manitowoc Public Utilities, WC Docket No. 06-122, Order, DA 11-566, 26 FCC Rcd 4925, 4926, ¶ 4 (2011).

No. 06-122, Order, DA 11-366, 26 FCC Red 4923, 4926, ¶ 4 (2011).

The letter clarifies that "InComm is not seeking adjustments to previously assessed late fees or penalties

7 Id. at 10739, ¶ 24.

² See generally, 47 C.F.R. Part 54.

³ In the Matter of Request for Review by Atlantic Digital, Inc. of Decision of Universal Service Administrator, CC Docket No. 96-45, Order, DA 05-520, 20 FCC Rcd 4224, 4225-26, ¶¶ 3, 5 (2005). ⁴ 47 C.F.R. § 0.406; accord In the Matter of Universal Service Contribution Methodology Request for Parising of the Universal Service Administrators by Manifeston Bublic Utilities, WC Docket

associated with its late filing" of its FCC Forms 499.

6 In the Matter of Request for Review by InterCall, Inc. of Decision of Universal Service Administrator, CC Docket No. 96-45, Order, FCC 08-160, 23 FCC Red 10731, 10734-38, ¶ 10-22 (2008) (InterCall Order).

standpoint, this means that stand-alone audio-bridging service providers are subject to the FCC's rules requiring the timely filing of their FCC Forms 499 and the timely payment of their universal service contribution obligations.⁸

The Commission's universal service contribution methodology is designed to ensure that telecommunications revenues are assessed once in the wholesale-reseller chain. To accomplish this, contributions are based on end-user telecommunications revenues and both reseller carriers and their underlying carriers have independent reporting and contribution obligations. The Commission has recognized that "[b]asing contributions on end-user revenues... will relieve wholesale carriers from contributing directly to the support mechanisms" because these carrier's carriers do not earn revenues directly from end-users. Rather, the reseller that provides telecommunications service to the end-user, and thereby earns the end-user revenue, must contribute directly to the universal service support mechanisms. If a reseller cannot certify that it is a direct contributor and the wholesaler cannot demonstrate that it has a reasonable expectation that its reseller customer is directly contributing to the universal service support mechanisms, then the wholesaler must treat the revenue from its reseller customer as end-user and report and contribute to universal service based on that revenue.

In the ATS Order, the FCC Wireline Competition Bureau (FCC WCB) upheld a USAC decision finding that a reseller must look to its underlying carrier to resolve the double-payment of contribution obligations that result from universal service fees assessed by the underlying carrier. Because the alleged double-payments at issue were based on universal service fees charged by the underlying carriers, and not the result of incorrect billing by USAC, the FCC WCB determined that the carriers' recourse lay with the

8 See 47 C.F.R. §§ 54.706, 54.711 and 54.712.

⁹ In the Matter of Federal-State Joint Board on Universal Service, CC Docket No. 96-45, Report and Order, FCC 97-157, 12 FCC Rcd 8776, ¶ 843-46 (1997) (First Report and Order).

14 See generally, ATS Order.

¹⁰ Id. See also, 47 C.F.R. § 54.709; In the Matters of Changes to the Board of Directors of the National Exchange Carrier Association, Inc., Federal-State Joint Board on Universal Service, CC Docket Nos. 97-21, 96-45, Report and Order and Second Order on Reconsideration, 12 FCC Rcd 18400, 18427, ¶ 49 (1997) ("To calculate an individual entity's quarterly contribution, USAC will multiply the entity's universal service contribution base (i.e., its interstate, intrastate, and international end-user telecommunications revenues) by the relevant universal service contribution factor."), and 18499, App. A ("On May 8, 1997, the Commission released rules that require all telecommunications carriers that provide interstate telecommunications services, providers of interstate telecommunications that offer services to others for a fee, and pay telephone aggregators to contribute to the universal service support mechanisms based on their proportionate share of end-user telecommunications revenues."); In the Matter of Federal-State Joint Board on Universal Service Request for Review of Decision of the Universal Service Administrator by Global Crossing Bandwidth, Inc., CC Docket No. 96-45, Order, DA 09-1821, 24 FCC Rcd 10824, 10827, ¶ 11 (2009) (Global Crossing Order).

¹¹ First Report and Order at 9207, ¶¶ 846-47.

¹³ Global Crossing Order, 24 FCC Rcd 10824, 10827-28, ¶¶ 11, 12. See also, In the Matter of Federal-State Joint Board on Universal Service American Telecommunications Systems, Inc., Equivoice, Inc., Eureka Broadband Corporation, Ton Services, Inc., Value-Added Communications, Inc., CC Docket No. 96-45, Order. DA 07-1306, 22 FCC Rcd 5009, 5012, ¶¶ 10-11 (2007) (ATS Order).

underlying carriers, not with USAC.¹⁵ In so concluding, the FCC WCB referenced the rationale used by USAC in its denial, quoting USAC's statement that it "generally does not have the ability to determine with any certainty whether and on what revenues a 'double-payment' was received."¹⁶ The FCC WCB stated that to make such a determination USAC would need to audit both the reported revenues of the reseller carriers and the reported revenues of the underlying carriers.¹⁷ Accordingly, the FCC WCB found that, "[b]ecause of the complications associated with making such determinations, USAC has rightly left such matters for the entities involved in the transaction to determine."¹⁸

InComm argues in its letter that its situation is distinct from the situation addressed in the ATS Order because it is "not seeking exemption from all USF obligations during the period in which InComm paid USF surcharges to its underlying carriers; nor is InComm seeking a credit equal to the USF surcharges paid to its underlying carriers." As made clear by the InterCall Order, InComm is providing telecommunications services that are subject to the Commission's reporting and contribution obligations. 19 As such, it is not entitled to an exemption from any of its mandatory universal service contribution obligations and must pay the contribution amounts it is invoiced by USAC based on the revenues reported on the company's FCC Forms 499-A and 499-Q.²⁰ As previously discussed, to the extent InComm contests the contribution amounts it already has been assessed by its underlying carrier, its recourse lies with the underlying carrier.²¹ Moreover, had InComm revised its August 2008 and November 2008 FCC Form 499-Qs to report the missing information identified by USAC and complied with its mandatory filing and contribution obligations for the period between October 2008 and June 2011, there would be no need for InComm to seek an exemption of its universal service contribution obligations in the first place. As a practical matter, by asking USAC to recalculate and reduce the contribution amounts assessed on InComm's invoices, InComm is effectively asking USAC to provide a credit to the company in the amount of \$261,341. As mandated by the ATS Order, InComm's relief, to the extent appropriate, lies with its underlying carrier, not an adjustment of its universal service support contribution obligations by USAC.22

ld. at 5013. ¶ 13.

¹⁹ InterCall Order, 23 FCC Rcd 10731, 10734-38, ¶¶ 10-22.

²¹ ATS Order. 22 FCC Rcd 5009, 5012-13, ¶ 9, 13.

¹⁵ ATS Order. 22 FCC Rcd 5009, 5012, ¶ 9.

¹⁷ Id. See also, Id. at 5011, ¶ 7 and n.17 (explaining the basis for USAC's denial and quoting language highlighting the fact that absent data carefully correlated by both carriers, it is doubtful that USAC "could ever conclusively establish whether an underlying carrier in fact reported and paid on a particular carrier's revenues").

¹⁸ Id.

²⁰ 47 C.F.R. §§ 54.711 ("Contributions shall be calculated and filed in accordance with the Telecommunications Reporting Worksheet....The Telecommunications Worksheet sets forth information that the contributor must submit to the Administrator on a quarterly and annual basis."); 54.713(b) ("If a universal service fund contributor fails to make full payment on or before the due date of the monthly amount established by the contributor's applicable Form 499-A or Form 499-Q, or the monthly invoice provided by the Administrator, the payment is delinquent.").

²² Id. at 5012. ¶ 9.

InComm next argues that its situation is distinct from the situation addressed in the ATS Order because "InComm has obtained from its underlying carrier the double-reported revenue which will allow USAC to exactly calculate the double-payment amount." The letter claims that "by providing USAC with the precise amount of previously reported revenue, [InComm] has made determining the exact amount of the double-payment as simple as calculating the obligation in the first instance." This statement fails to recognize that USAC still would need to audit the revenue information provided by both InComm and its underlying carrier to confirm the accuracy of the information provided, as well as the alleged double-payment amounts as calculated by InComm. Consistent with the ATS Order, USAC refrains from making these types of complex determinations and leaves such matters to the entities involved in the transaction to resolve.

InComm further argues that its situation is distinct from the situation addressed in the ATS Order because the petitioners in the ATS Order attempted to contract away their universal service obligations, resulting in their underlying carriers mistakenly reporting and contributing on the petitioners' revenue, whereas the underlying carrier in this case was obligated by FCC rules to report and contribute. As previously discussed, regardless of whether an underlying carrier mistakenly reports and contributes or is obligated to report and contribute based on its customer's revenue, once it has done so, any double-payment claim must be resolved between the parties.²⁵

InComm also argues that allowing the company to avoid double-payment in this instance will not erode overall compliance with universal service contribution obligations by other carriers because the FCC has in place strengthened late-filing penalties that encourage complete and timely payment of contribution obligations and filing of the FCC Forms 499 and InComm does not seek to avoid payment of those penalties. As a preliminary matter, USAC points out that despite the strengthened late-filing penalties InComm references in its letter, the company itself failed to timely complete its filings and, as a result, to ensure the accuracy of the universal service contribution base. Moreover, the FCC's late-filing and payment penalties are meant to address failures to timely file the FCC Forms 499 and to pay one's contribution obligations. They are not meant to address situations in which a carrier's failure to timely file its FCC Forms 499-A or failure to provide evidence that it is a direct contributor to universal service result in the carrier being assessed a universal service contribution obligation by USAC in addition to a universal service charge being assessed by its underlying carrier. As previously mentioned, the double-payment situation is directly addressed by the ATS Order, which requires such disputes to be resolved by a carrier and its underlying carrier.²⁶

Regarding USAC's obligation to accurately report universal service contribution base revenues, the rules relied upon by InComm do not support its proposition. As mandated

²³ Id. at 5013. ¶ 13.

²⁴ Id.

²⁵ *Id.* at 2012-13, ¶¶ 9, 13.

²⁶ Id. at 5012-13, ¶¶ 9, 13.

by the FCC's rules, USAC derives the contribution base and calculates contribution obligations in accordance with the information filed by carriers on the FCC Forms 499.²⁷ Had InConum timely filed its FCC Forms 499 in the first instance, there would likely be no potential overstatement of the contribution bases for the period between October 2008 and June 2011. There was no failure by USAC in this instance to carry out its obligations in an efficient, effective or neutral manner. To the contrary, as required by FCC rules, USAC relied on the revenue as reported by InComm's underlying carrier during the period between October 2008 and June 2011 to determine the relevant contribution bases.²⁸

InComm further argues that it has acted in good faith to come into compliance with its universal service obligations and has proved its good faith by making full payment of two of its three universal service invoices, including payment of its late filing fees. InComm states that requiring it to pay universal service contributions based on revenue that has already been reported and assessed, "would be patently unfair and would impose a substantial hardship on InComm." InComm further states that collection of the outstanding amounts could cause the company to cease operations, which could result in "the loss of employment for its 64 employees and severe economic hardship for their families."

While InComm characterizes the actions it has taken thus far as being in good faith, for administrative purposes, USAC notes that the company has simply, albeit belatedly, complied with its mandatory universal service contribution obligations. Regarding InComm's hardship claims, USAC is not permitted to waive the Commission's rules, even where the imposition of such rules may result in hardship for a particular company.²³ As previously discussed, the FCC's rules and orders in this instance are clear. Accordingly, InComm's request for recalculation of its universal service contribution obligations is hereby denied.

Pay and Dispute Policy

The FCC, in its Comprehensive Review Order, directed USAC to assess late payment penalties on all unpaid balances.³⁰ Failure to pay invoiced amounts when due will result in late charges being assessed on the amount outstanding.³¹ The USAC website explains that late payment penalties will not be waived unless the dispute is determined to be the result of a USAC error.³² The FCC has upheld USAC's pay and dispute procedure,

²⁷ 47 C.F.R. §§ 54.709, 54.711.

²⁸ Id.

²⁹ See 47 C.F.R. § 1.3 ("Any provision of the rules may be waived by the Commission on its own motion or on petition if good cause therefor[e] is shown."). See also, 54.702(c) ("The Administrator may not make policy, interpret unclear provisions of the statute or rules, or interpret the intent of Congress.").

³⁰ In the Matter of Comprehensive Review of the Universal Service Fund Management, Administration, and Oversight, WC Docket No. 05-195, et al., Report and Order, FCC 07-150, 22 FCC Rcd 16372, 16379, ¶ 14 (2007).

^{31 47} C.F.R. § 54.713(b).

³² See USAC Website, File an Appeal - Paying USAC Bill During Appeal Process, http://www.usac.org/fund-administration/contributors/file-appeal/ (last visited Apr. 5, 2011).

finding that "[a]bsent enforcement of the pay and dispute procedure,...contributors may choose to engage in...nonpayment or underpayment of invoices with which they disagree, thereby harming the predictability of the fund."33 USAC's website provides guidance that specifically advises contributors that intend to file appeals that they must keep their accounts current or risk receiving late payment fees.34

InComm's letter states that it paid both its July 2011 and August 2011 invoices in full. The letter further states that InComm does not intend to pay its September 2011 invoice in full. Rather, InComm intends to pay the amount billed, less the universal service "credit amount" (i.e., the alleged double-payment amount) it has calculated of \$261,341. Consistent with the statements in its letter, a review of InComm's invoicing history indicates that the company made only partial payments of its invoiced amounts in September. October and November 2011. As discussed above, carriers are not permitted to engage in self help remedies for invoices with which they disagree. InComm must pay the entire invoiced amount due, and failure to do so may subject the company to collection action.³⁵ USAC wishes to advise InComm that it will continue to receive late fees and penalties until its account is paid in full.

Finally, USAC notes that during a December 5, 2011 call between InComm, counsel for InComm and USAC, 36 InComm indicated that it had recently completed an asset sale under which InComm's assets were purchased by InComm Conferencing, Inc., a whollyowned subsidiary of Chorus Call, Inc. (Chorus). 37 According to a press release issued by Chorus, InComm and Chorus both provide audio, video and web-based conferencing

Statement by Paul Cooke, Co-President, InComm.

³³ In the Matter of Universal Service Contribution Methodology Requests for Waiver of Decisions of the Universal Service Administrator by ComScape Telecommunications of Raleigh-Durham. Inc. and Millennium Telecom, LLC, WC Docket No. 06-122, Order, DA 10-1050, 25 FCC Rcd 7399, 7401, ¶ 7 (2010); accord in the Matter of Universal Service Contribution Methodology Emergency Request for Review of Universal Service Administrator Decision by Level 3 Communications, LLC et al., WC Docket No. 06-122, Order, DA 10-187, 25 FCC Rcd 1115, 1120, ¶ 9 (2010) (finding that the carrier "could have avoided incurring late fees, penalties, and interest charges from which it seeks relief by paying the full invoiced amount in compliance with USAC's 'pay and dispute' policy"); Global Crossing Order, 24 FCC Rcd 10824, 10831, ¶ 18 (explaining that "to ensure the sufficiency of the universal service fund, contributors are required to pay disputed invoices under the 'pay and dispute' policy" and finding that the carrier should have paid its disputed invoices while its appeal was pending with the FCC). 34 See USAC Website, Revising Revenue Worksheets, http://www.usac.org/fund-

administration/contributors/revenue-reporting/revising-revenue-worksheets.aspx (last visited Apr. 5, 2011).

A debt transfer process was implemented pursuant to the Debt Collection Improvement Act of 1996, Pub. L. No. 104-134, 110 Stat. 1321, 1358 (1996) (DCIA). The DCIA requires, among other things, that federal agencies transfer debts delinquent over 180 days to the U.S. Department of Treasury for further collection action. The DCIA also allows agencies to transfer debts under 180 days to Treasury. 47 C.F.R. § 1.1917(c). Consistent with the DCIA, USAC transfers debts more than 90 days delinquent to the FCC to collect the outstanding debt. In the Matter of Telrite Corporation, File No. EB-05-IH-2348, Notice of Apparent Liability for Forfeiture & Order, FCC 08-116, 23 FCC Rcd 7231, 7232-33, ¶ 3 & n.12 (2008).

36 Participants in the call included Paul Cooke, Co-President, InComm, Jeffrey Mitchell and John Cimko, Counsel for InComm, Lukas, Nace, Gutierrez & Sachs, LLP, David Capozzi, Acting General Counsel, USAC, Kristin Berkland, Assistant General Counsel, USAC and Michelle Garber, Director of Financial Operations, USAC (Dec. 5, 2011).

services and have been working together for seven years.³⁸ InComm, Filer ID 828883, registered with USAC in June 2011 and has received contribution billings since July 2011, reflecting periods for calendar year 2008 through the current calendar year. Chorus, Filer ID 827294, registered with USAC in August 2008 and has received contribution billings since October 2008, reflecting periods for calendar year 2008 through the current calendar year. We remind InComm and Chorus, that merger and acquisition transactions do not relieve any party of universal service contribution obligations it may have independently or resulting from the transaction.

If you wish to appeal this decision, you may file an appeal pursuant to the requirements of 47 C.F.R. Part 54, Subpart I. Detailed instructions for filing appeals are available at:

http://www.universalservice.org/fund-administration/contributors/file-appeal

Sincerely,

USAC

cc: John Cimko (via email)

³⁸ PR Newswire, Chorus Call and InComm Solutions Announce Acquisition, available at http://www.prnewswire.com/news-releases/chorus-call-and-incomm-solutions-announce-acquisition-134000783.html (last visited Dec. 5, 2011).

EXHIBIT 2

Before the Federal Communications Commission Washington, D.C. 20554

In the Matter of)	
)	
Request for Review by InComm)	WC Docket No. 06-122
Solutions, Inc. (Filer ID No. 828883))	
of Decision of Universal Service)	
Administrator)	

DECLARATION OF E. PAUL COOKE

IN SUPPORT OF

INCOMM SOLUTIONS, INC., REQUEST FOR REVIEW OF DECISION OF UNIVERSAL SERVICE ADMINISTRATOR

1	My name is E. Paul Cooke. I am Co-President of InComm Solutions, Inc. ("InComm" or
2	the "Company"). My responsibilities include oversight of all of InComm's reporting and remit-
3	tance activities with respect to the Universal Service Fund ("USF") program adopted by the Fed-
4	eral Communications Commission ("Commission") and administered by the Universal Service
5	Administrative Company ("USAC").
6	I provide the following Declaration to support the factual allegations in the InComm Re-
7	quest for Review and to authenticate certain documents accompanying the Request for Review.
8	Affidavit Support Required by 47 C.F.R. § 54.721(b)(2)
9	Description of InComm Solutions, Inc.
10	InComm, which has its headquarters in Glen Rock, New Jersey, operates as a provider of
11	audio, video, and Internet-based conferencing services. The Company has been providing confe-

- rencing services since 2000, with clients in multiple industries and organizations. In November 2011, the assets of InComm were acquired by InComm Conferencing, Inc., a wholly-owned subsidiary of Chorus Call, Inc. ("Chorus Call"). InComm had worked together with Chorus Call for seven years prior to the asset sale. I disclosed the fact of this transaction to USAC representatives during a conference call (in which Jeffrey Mitchell and John Cimko, Counsel for the Company also participated) on December 5, 2011. As part of the acquisition transaction, the Company and Chorus Call established an escrow account for the purpose of maintaining sufficient funds to address any and all of the Company's potential pre-acquisition USF liabilities.
- InComm's Interactions with USAC
- InComm last year took the initiative on its own, without provocation, to contact USAC and to begin the process of coming into compliance with the Commission's USF revenue reporting requirements by registering with the Commission and making all required Form 499 filings with USAC dating back to August 2008. These filings were made with USAC on or about June 30, 2011, and consisted of 2009 Form 499-A (reporting fourth quarter 2008 revenue); 2010 Form 499-A (reporting 2009 revenue); 2011 Form 499-A (reporting 2010 revenue); November 1, 2010, Form 499-Q (reporting first quarter 2011 revenue); February 1, 2011, Form 499-Q (reporting second quarter 2011 revenue); and May 1, 2011, Form 499-Q (reporting third quarter 2011 revenue). InComm has now remitted to USAC \$692,883.09 in USF contributions (including \$591,865.38 in contributions associated with prior periods) as well as \$6,666.94 in late filing penalties for a total payment of \$699,550.03. InComm is current with respect to new contribution obligations.

1 After the Commission adopted the InterCall Order in 2008, which imposed USF contribution obligations on audio bridging service providers. In Comm made good faith efforts to 2 3 comply with these new contribution and Form 499 filing requirements. I have personal know-4 ledge of these efforts, which included the submission of required Form 499 filings to USAC on 5 August 1, 2008, and November 3, 2008, respectively. 6 The Form 499 filings made by InComm in 2008, to the best of my knowledge, were nev-7 er processed by USAC because the Company did not provide an FCC Registration Number for 8 the filings. The Company was advised of this deficiency in a voicemail message left with Phillip 9 Matarazzo, Controller for InComm, by a USAC staff member. Although the Company responded 10 to the voicemail message, I am not aware of any further communications emanating from USAC 11 regarding the deficiency of the Company's filings or the steps the Company should have taken to 12 cure the deficiency. I also note that InComm was not represented by regulatory counsel during 13 the time these events occurred. 14 InComm does not contest the fact that its interactions with USAC in 2008 left the Com-15 pany in non-compliance with contribution and filing requirements stemming from the InterCall 16 Order, notwithstanding the Company's efforts to register and make all required filings with 17 USAC. The Company's plans to pursue and rectify the non-acceptance by USAC of the Form 18 499 filings, and to complete its registration as a new filer, were aborted by the severe adverse 19 effects the Company experienced as a result of the 2008 financial crisis. Many of the Company's 20 customers were in the financial industry, so the impact of the financial crisis had direct repercus-

¹ Request for Review by InterCall, Inc. of Decision of Universal Service Administrator, CC Docket No. 96-45, Order, 23 FCC Rcd 10731 (2008) ("InterCall Order"), recon. pending.

sions for the Company's operations, and our management team found it necessary to devote virtually all our attention, efforts and resources to maintaining the viability of the Company.

Notwithstanding the financial setbacks InComm experienced as a result of the significant downturn in the national economy four years ago, and as further evidence of the Company's good faith intent to meet its USF contribution obligations, InComm established (in November 2008), and has continued to maintain, a separate bank account for the sole purpose of accumulating funds to help satisfy these contribution obligations. Further, InComm came forward on its own initiative in June of last year and declared to USAC that the Company was not in compliance but will come into compliance. As I have indicated, the Company has now made substantial payments to USAC to meet these obligations.

InComm's Interactions with Its Wholesale Service Provider

Between October 2008 and June 2011, InComm was treated as an end-user customer by Sprint, the Company's underlying wholesale carrier, because the Company was not able to certify to Sprint that the Company was operating as a reseller and making contributions to USF based upon the Company's revenues from its end-user customers. During this period, Sprint assessed USF surcharges to the Company, in accordance with Section 54.712(a) of the Commission's Rules, and the Company paid in excess of \$276,000 in surcharges to Sprint through June 2011. The Company was not represented by regulatory counsel during the period it made these payments to Sprint, and it was my mistaken belief that these payments to Sprint brought the Company at least into partial compliance with any applicable USF contribution obligations.

In September 2011 Sprint sent a letter to InComm providing what I believe to be a true and accurate statement of wholesale revenues that Sprint received from the Company between October 2008 and June 2011, and that Sprint had previously reported in its Telecommunications

REQUEST FOR REVIEW – EXHIBIT 2

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- 1 Reporting Worksheet filings.² Sprint indicated that the revenue information was compiled from
- 2 records used in connection with Sprint's preparation of certified quarterly and annual Form 499
- 3 filings submitted to USAC. The Sprint Letter indicates that Sprint received \$2,209,263.79 in in-
- 4 terstate wholesale revenues from the Company, from the fourth quarter of 2008 through the
- 5 second quarter of 2011, and assessed \$276,181.37 in USF surcharges to the Company. Using
- 6 books and records of the Company, including the invoices the Company received from Sprint
- 7 during the relevant periods, I have confirmed the accuracy of the information provided by Sprint.

Over-Collection of Contributions from InComm

InComm explains in its Request for Review that it seeks relief from the Decision of the Universal Service Administrator ("Decision") because the Decision would result in the over-collection of contributions, in direct contradiction of Commission policy.

As I have explained, because the Company was unable to certify to Sprint during the relevant periods that the Company was contributing to the USF, Sprint has already made USF contributions based upon the more than \$2.2 million in interstate wholesale revenues it has received from InComm – evidenced by its passing through USF surcharges to the Company. If the Decision is not reversed by the Commission, USAC will collect an additional amount in excess of \$260,000 from the Company. The revenue information provided by Sprint was broken out by quarter which enabled the Company to utilize the appropriate contribution and circularity factors for each relevant quarter to determine the precise amounts of the USF contributions paid on the double-reported revenue. The Company has calculated the potential overpayment amount as follows:

² Letter from Norina T. Moy, Director, Government Affairs, Sprint, to E. Paul Cooke, President, InComm Solutions, Inc. (Sept. 27, 2011) ("Sprint Letter"). The Sprint Letter is attached as Exhibit 4.

Revenue Time Period (Worksheet)	2008/4Q (2009 499-A)	2009 (2010 499-A)	2010 (2011 499-A)	2011/1Q; 2Q (Nov 2010 499-Q; Feb 2011 499-Q)
Original Contribution Base	\$872,237	\$2,994,203	\$2,224,507	\$1,144,500
Previously Reported Base	241,373	964,160	682,951	320,779
Adjusted Base	630,864	2,030,043	1,541,556	823,721
Original USF Obligation	88,868	334,124	284,459	148,962
Adjusted USF Obligation	64,275	226,533	197,127	107,137
USF Overpayment	\$24,592	\$107,591	\$87,332	\$41,825

OVERPAYMENT SUMMARY					
2009 499-A	\$24,592.27				
2010 499-A	107,591.01				
2011 499-A	87,332.50				
SUBTOTAL	\$219,515.77				
2012 499-A ³	41,825.23				
TOTAL	\$261,341.00				

InComm has taken the initiative to rectify its initial failure to register with USAC and to make required Form 499 filings. As I have discussed, the Company has made full payment of \$692,883.09 in USF obligations (including \$591,865.38 in payments associated with prior periods), as well as \$6,666.94 in late filing penalties. In my view, requiring the Company to pay USF contributions based on assessable revenue already reported by Sprint would be unfair. Such a requirement also would impose a substantial hardship on InComm. The Company has substantial vendor obligations that must be satisfied and also past due wages that must be paid to its employees from the cash funds received at Closing. In addition, a reserve must be maintained to satisfy financial penalties if certain performance commitments made to Buyer are not achieved.

³ InComm recognizes that any refund due based on over-reported 2011 revenue cannot be finally calculated until USAC conducts the 2012 annual and quarterly true-up process.

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Document	4	the are	tin.	****
INCLINERIL	HILL	men		

- 2 Exhibit 1 to this Request for Review is a true and correct copy of the Decision of the
- 3 Universal Service Administrator that is in issue.
- 4 Exhibit 2 to this Request for Review is this Declaration.
- 5 Exhibit 3 to this Request for Review is a true and correct copy of Telecommunications
- 6 Reporting Worksheets submitted to USAC by the Company on August 1, 2008, and November
- 7 3, 2008, respectively (including an annual filing intended for registration purposes only).
- 8 Exhibit 4 to this Request for Review is a true and correct copy of a letter from Norina T.
- 9 Moy, Director, Government Affairs, Sprint, to E. Paul Cooke, President, InComm Solutions,
- 10 Inc., dated September 27, 2011.
- 11 Exhibit 5 to this Request for Review is a true and correct copy of a letter from Jeffrey
- 12 Mitchell and John Cimko, Counsel for InComm Solutions, Inc., to Michelle Garber, Director of
- 13 Financial Operations, USAC, dated October 14, 2011.

1

1	I declare under penalty of perjury that the foregoing is true and correct.
2	
3	E. Paul Cooke
5	Executed on FEB. 2, 2012.
6	SUBSCRIBED AND SWORN BEFORE ME, the undersigned notary public on this the
7	2 day of February, 2012, to certify with witness my hand and official seal.
8	Mano Bue
9	Notary Public in and for the State of New Jersey
10	Commission Expiration: Jan 5, 20/6
	MARIA BEDNARZ NOTARY PUBLIC OF NEW JERSEY MY COMMISSION EXPIRES JAN. 5, 2016

EXHIBIT 3

	erly Filing for Universal		10			tions before completing		3060-0855
	1: Contributor Identifica		TNE	101		Filer 499		
102	Legal name of reporting					TIONS, IN	C.	
103				-36705			1 0 - 1	
104	Name telecommunication	ons provider is doing	business as		LNC	OMM CON	FERE	NCING
105	Holding company [All affi	llated companies shoul	show same nam	te here.]				
106	FCC Registration Numb				110010	M SOLUTIO	US TA	6
107	Complete mailing addre corporate headquarters		y's	a	OB H	ARRISTOWN ROCK, NJ	0745	2
Block :	2: Contact Information			•				
108	Person who completed	this worksheet	First P	HiliP			ATARA	220
109	Telephone number of th	is person		(2	011-	612-9696		
110	Fax number of this pers	on		(~	011-	612-9692		
111	Email of this person		PI	MATARA	220	@ INCOMM.	SOLUTI	IONS, COM
112	Billing address and billing [Bills for Universal Service will be sent to this address	contributions	208 64	OMM SOIR HARRIST EN ROCK,	TOWN	ROAD	TTN: 1	PHIL MATAR
llock 3	3: Contributor Historical	and Projected Reve						
113	Year of historical revenu	The state of the s		108		· · · · · · · · · · · · · · · · · · ·		
114	Indicate which	Filing due		revenues for December 31 (prior		Projected revenues for April 1 - June 30	ır	
	quarterly filing	May 1	Jenuary 1 -	March 31		July 1 - September 30		
	this represents	August 1 November 1	April 1 - Jun			October 1 - December 31 January 1 - March 31 (foli	outon colonda	rund
Histor	L rical billed revenues with		July 1 - Sap	Tota		Interstate		International
dedu	ctions for uncollectibles.	See Instructions,		Reven	ues	Revenue (b)		Revenues (c)
415	Telecommunications pro contributors for resale a interconnected VolP	s telecommunicatio	ns or as	EXEM	PT	EXEM	PT	EXEMP
116	End-user telecommunic pass-through charges for but excluding internation	or universal service nal-to-international r	contributions,	EXEM	PT	EXEM	PT	EXEMP
117	All other goods and serv	rices		EXEM		Column (b) and (c) n	ot requested
118	Gross-billed revenues fr	om all sources [st	m of above]	EXEM		for	Lines 117 a	nd 118
119	Projected gross-billed er revenues including any excluding international-t	pass-through charg	es for universa			1 840,0	00	-0-
120	Projected collected end- revenues including any excluding international-t	user Interstate and pass-through charg	International te es for universa					-0-
100k 4	I: CERTIFICATION: to be I certify that the revenue would likely cause subst information contained he	signed by an office data contained he antial harm to the c	er of the report ein are privileg ompetitive pos	ed and confiden	any. I re	quest nondisclosure	of the revenu	mation
inform the at	fy that I am an officer of the nation and belief, all state pove-named company for d on company procedures	ments of fact contain the quarter and the	ned in this Wo	rksheet are true.	that said	Worksheet is an acc	urate statem	ent of the affairs of
122	Signature		Zan C		1			
123	Printed name of officer		First E	DWARL		MI P Last C	OOKE	
124	Position with reporting e	ntity				SIDENT		
125	Email of officer Requ	and Construction and the second	PC	OOKED	INC	OMM SOLU	TION.	S.COM
126	Date	The second secon		8/1/20	08			
127		Original filing	Revised f			45 days of original fil	ing deadline	1
37.07					a proportion and a second			
o not for ad	mail checks with this form. So ditional information regarding th	end this form to: Form his worksheet contact:	499 Data Collect elecommunication	ion Agent clo USA ns Reporting Works	2000 L S	treet, N.W. Suite 200 War (888) 641-8722 or via e-ma	shington DC, i ii: Form499@	20036 universaliservice.om

	Form 499-Q Telecommunication Filing for Universal Service Contribute		rting Worksh >>> Please read	neet	before comp	leting <<<		val by OME 60-0855	3
Block	1: Contributor Identification Information		101		Filer	499 ID			
102	Legal name of reporting entity	INC	OMM SO	LUTI	IONS, =	INC.			
103	IRS employer identification number	22	-367058	29					
104	Name telecommunications provider is doing		I	NCOM	MM C	ONFER	RENC	ING	
105	Holding company (All attiliated companies should	show same nam	ne here.)						
106	FCC Registration Number (FRN)								
107	Complete mailing address of reporting entity corporate headquarters	/'s	1 N 20	COMM 8 HAR LEN A	RISTOWN OCK, N	TONS, I	152		
Block 2	2: Contact Information								-
108	Person who completed this worksheet	First P	Hilip	М	C Last	MATA	RAZZO)	
109	Telephone number of this person			211-6	12-969				
110	Fax number of this person				12-96				
111	Email of this person	P	MATARAZ				TIONS	COM	-
112	Billing address and billing contact person: [Bills for Universal Service contributions will be sent to this address.]	INC 208 GL	OMM SOLO R HARRIST EN ROCK, I	UTIONS OWN VJ O	ROAD 1452	ATTN			
Block 3	3: Contributor Historical and Projected Reve	nue Informatio	on						- Jack
113	Year of historical revenue information	1 20	108						
(24,00	Filing due		revenues for	Pro	jected revenu	es for			
114	Indicate which February 1		December 31 (prior ye	2.11180	1 - June 30	•			
	querterly filing May 1 this represents August 1	January 1 - April 1 - Jun		2000 T	1 - September 3 ber 1 - Decemb				
	November 1	July 1 - Sap			ary 1 - March 3		lendar year)		
	rical billed revenues with no allowance or ctions for uncollectibles. See instructions.		Total Revenue (a)			state nues		ternational Revenues (c)	
115	Telecommunications provided to other university contributors for resale as telecommunication interconnected VoIP		EXEM	PT		MPT	EX	EMP	oT
116	End-user telecommunications revenues inc pass-through charges for universal service but excluding international-to-international re-	contributions,	EXEM		EXE	MPT	E	KEM	PT
117	All other goods and services		EXEM		Colu	mn (b) and (and the second	
118	Gross-billed revenues from all sources [su	m of above]	EXEM			for Lines 1			
119	Projected gross-billed end-user interstate as revenues including any pass-through charge excluding international-to-international revenues.	es for universa			1.008	,000	-		-
120	Projected collected end-user interstate and revenues including any pass-through charge excluding international-to-international revenues.	International te es for universa	elecommunications Il service contributi	ions, but		,000			
Block 4	: CERTIFICATION: to be signed by an office	r of the report	ing entity					-	-
121	I certify that the revenue data contained her would likely cause substantial harm to the c information contained herein pursuant to se	ompetitive pos	illon of the compar	nv. I reque	st nondisclos	ure of the re	information venue		
inform	fy that I am an officer of the above-named repartion and bellef, all statements of fact contains	porting entity, t	hat I have examine	ed the foreg	going report a	nd to the be	atement of	the affairs	of
the at	pove-named company for the quarter and that f on company procedures and policies.	t the projection	ns of gross-billed a	nd collecte	d revenues re	present a g	ood-faith e	stimate	
122	Signature	6	15-		=-				
	And the state of t	First E	044 120	1852	0 101	CONV			
123	Printed name of officer	E	DWARD		P Last	COOK	-		
124	Position with reporting entity	- 0	CO-CE			ā.,		,	-
125	Email of officer Required if available	- P	COOKER		OMMS	ULUT	IONS,	COM	
126	Date This street is The Colored Street	Пе	11/3/6			7.50			
127	This filing is: Original filing		iling [revisions du			STATE OF THE PARTY	A TANK OF THE PARTY OF THE PART		
For add	mail checks with this form. Send this form to: Form of this more sent to the s	elecommunication	ns Reporting Workshop	et Info: (888)	641-8722 or via	e-mail: Form4	99@universa		
PE	RSONS WILLFULLY MAKING FALSE SYATEMENTS IN THE WOR	IKSHEET CAN BE P	UNISHED BY FINE OR IM	PRISONMENT U	NDER TITLE 18 OF	THE UNITED ST	ATES CODE, 1	8 U.S.C. §1001	

2008 FCC Form 499-A Telecommunications Reporting Worksheet (Reporting Calendar 2007 Revenues) Approval by OMB >>> Please read instructions before completing. <<< 3060-0855 Annual Filing - due April 1, 2008 Block 1: Contributor Identification Information During the year, filers must refile Blocks 1, 2 and 6 if there are any changes in Lines 104 or 112. See Instructions. 101 Filer 499 ID [If you don't know your number, contact the administrator at (888) 641-8722. NEW If you are a new filer, write "new" in this block and a Filer 499 ID will be assigned to you.] INCOMM SOLUTIONS INC. 102 Legal name of reporting entity 22-3670529 [Enter 9 digit number] 103 IRS employer identification number INCOMM CONFERENCING 104 Name telecommunications provider is doing business as 105 Telecommunications activities of filer [Select up to 5 boxes that best describe the reporting entity. Enter numbers starting with "1" to show the order of importance - see directions.] CAP/CLEC Cellular/PCS/SMR (wireless telephony incl. by resale) Coaxial Cable Incumbent LEC Interconnected VolP Interexchange Carrier (IXC) Local Reseller Operator Service Provider (OSP) Paging & Messaging Payphone Service Provider Private Service Provider Prepaid Card Satellite Service Provider Shared-Tenant Service Provider / Building LEC SMR (dispatch) Toll Reseller Wireless Data If Other Local, Other Mobile or Other Toll is checked. 2 Other Local Other Mobile Other Toll describe carrier type / services provided: -> BRIDGING SERVICE PROVIDER AUDIO 106.1 Holding company name (All affiliated companies must show the same name on this line.) 106.2 Holding company IRS employer identification number (Enter 9 digit number) 107 FCC Registration Number (FRN) [https://svartifoss2.fcc.gov/cores/CoresHome.html] NEW [For assistance, contact the CORES help desk at 877-480-3201 or CORES@fcc.gov] IEnter 10 digit number? 108 Management company [if filer is managed by another entity] INCOMM SOLUTIONS, INC. 109 Complete mailing address of reporting entity 208 HARRISTOWN ROAD Street 2 corporate headquarters Note: this address will be used for the ITSP FCC regulatory Street 3 State NJ Zip (postal code) 07452 Country if not USA fee billings unless the appropriate box is checked on Line 208. City 110 Complete business address for customer inquiries and INCOMM SOLUTIONS, INC complaints Street 2 208 HARRIS TOWN ROAD check if same address as Line 109 State NJ Zip (postal code) 07452 Country if not USA GLEN ROCK (201) - 6/2-9696 ext-111 Telephone number for customer complaints and inquiries [Toll-free number if available] 112 List all trade names used in the past 3 years in providing telecommunications. Include all names by which you are known by customers. INCOMM SOLUTIONS. INC. 9 INCOMM CONFERENCING h b i d e k Use an additional sheet if necessary. Each reporting entity must provide all names used for telecommunications activities. PERSONS MAKING WILLFUL FALSE STATEMENTS IN THE WORKSHEET CAN BE PUNISHED BY FINE OR IMPRISONMENT UNDER TITLE 18 OF THE UNITED STATES CODE, 18 U.S.C. § 1001

2008 FCC Form 499-A Telecommunications Reporti				CLTCC STREET, CLC	Page 2
Block 2-A: Regulatory Contact Information	第5条形态的形态及基础工作				33319 4 444
201 Filer 499 ID [from Line 101]	NEW		The State of		
202 Legal name of reporting entity [from Line 102]		SOLUTION	S, INC.		
203 Person who completed this Worksheet	Flast PHILIP	MI C		TARAZZO	
204 Telephone number of this person	(%	2011-612-	9696 ext-	4063	
205 Fax number of this person	(2	01)- 612-	9692		
206 Email of this person Required if available not for public release	ase II				
207 Corporate office, attn. name, and mailing address to which future Telecommunications Reporting Worksheets should be sent check if same name as Line 203 check if same address as Line 109	Email	UTIONS, INC.	Phone (201) Zip (postal code) 074	Mi Clast MATARAZZÓ - 61296Hext- 4063Fax (201)-612-9
208 Billing address and billing contact person: [Plan administrators will send bills for contributions to this address. Please attach a written request for alternative billing arrangements.] check if name and address same as Line 207 check to use Line 208 information for FCC ITSP regulatory fee bill	Company INCOMM 50L Email [Inequired if available, not for public rele Street1 INCOMM 50LU Street2 208 HARRIST Street3	UTIONS, INC. AM MADE!! PMATARAZZIQIA TTONS, INC TOWN ROAD	First name amis COM	MI Last -62-96-96-96-4-4065Fex (201)-6/2-
Block 2-B: Agent for Service of Process	22			rough 213. During the year, carriers changes in this section. See Instructions	
209 D.C. Agent for Service of Process per 47 U.S.C. § 413	Company	Att	n First name	MI Last	
210 Telephone number of D.C. agent	() -	ext -		
211 Fax number of D.C. agent	() -			
212 Email of D.C. agent Required if available				The state of the s	
213 Complete business address of D.C. agent for hand service of documents check to use Line 213 information for FCC ITSP regulatory fee bill [If both Line 208 and Line 213 are checked, Line 208 will be used.]	Street1 Street 2 Street 3 City	Stade DC	Ζp		
214 Local/alternate Agent for Service of Process (optional)	Company	Att	First name	MI Lest	
215 Telephone number of local/alternate agent	() -	ext -		
216 Fax number of local/alternate agent	1) -			
217 Email of local/alternate agent Required if available					
	Street1				
218 Complete business address of local/alternate agent for hand service of documents check to use Line 218 information for FCC ITSP regulatory fee bill [If both Line 208 and Line 218 are checked, Line 208 will be used.]	Street 2 Street 3 City	State	Zip (postal code)	Country if not USA	00000
agent for hand service of documents check to use Line 218 information for FCC ITSP regulatory fee bill	Street 3 City			Country if not USA UNITED STATES CODE, 18 U.S.C. § 1	1001

Block 2-C: FCC Registration and Contact Information	Filers must refile Blocks 1, 2 and 6 If there are any changes in this section. See Instructions.	
219 Filer 499 ID [from Line 101]	NEW	2 + 4 + 22
220 Legal name of reporting entity [from Line 102]	TNCOMM SOLUTIONS ENC	
221 Chief Executive Officer (or, highest ranking company officer if the filing entity does not have a chief executive officer)	First EDWARD P COOKE Street FNC OMM SOLUTIONS, INC. Street 208 HARRISTOWN ROAD	
222 Business address of individual named on Line 221 check if same as Line 109	Street 3 City GLEN ROCK State NJ Zip (postal code) 07452 Country if not USA	
223 Second ranking company officer, such as Chairman (Must be someone other than the individual listed on Line 221)	City GLEN ROCK State NJ Zip (postal code) 07452 Country if not USA First WILLIAM MI Last MARTIN	
224 Business address of individual named on Line 223 check if same as Line 109 225 Third ranking company officer, such as President or Secretary	First WILLIAM MI Last MARTIN Street1 INCOMM SOLUTIONS, INC. Street2 208 HARRISTOWN ROAD Street3 City GLEN ROCK State NT Zip (postal code) 07452 Country if not USA First TOAN MI Last SAUNDERS	
(Must be someone other than individuals listed on Lines 221 or 223)		
226 Business address of individual named on Line 225 check if same as Line 109	Street INCOMM SOLUTIONS, INC Street 2 208 HARRISTOWN ROAD Street 3 City GLEN ROCK State NJ Zip (postal code) 07452 Country if not USA	
and jurisdictions in which service is likely to be provided in the ne Alabarna Guam Alaska Hawaii American Samoa Idaho Arizona Illinois Arkansas Indiana California Iowa Colorado Johnston Atoli Connecticut Kansas Delaware Kentucky District of Columbia Louisiana Florida Maine	Massachusetts	
Georgia Maryland 228 Year and month filer first provided (or expects to provide) telecom	New Mexico South Dakota munications in the U.S. Check if prior to 1/1/1999, otherwise Year 2008 Month OCT ET CAN BE PUNISHED BY FINE OR IMPRISONMENT UNDER TITLE 18 OF THE UNITED STATES CODE, 18 U.S.	

ock 6: CERTIFICATION: to be signed by an officer of the filer		7 Revenues) Pa	ge 8
501 Filer 499 ID [from Line 101]	NEW		
602 Legal name of reporting entity [from Line 102]	INCOMM SOLUTION	V S	
Section IV of the instructions provides information on which type to be exempt from one or more contribution requirements should will determine which entities meet the de minimis threshold base to certify that the reporting entity is exempt from contributing to:	so certify below and attach an explanation. [The Univ	rersal Service Administrator	n 🎞
Provide explanation below: Example according to	the FCC Onla		´`
604 Please indicate whether the reporting entity is 605 I certify that the revenue data contained herein are privileged an position of the company. I request nondisclosure of the revenue			
to the best of my knowledge, information and belief, all statemen statement of the affairs of the above-named company for the pri requested identification registration information has been provided consolidated basis, I certify that this filing incorporates all of the	evious calendar year. In addition, I swear, under penalted and is accurate. If the above-named reporting entity revenues for the consolidated entities for the entire year.	y of perjury, that all v is filing on a	
the filer adhered to and continues to meet the conditions set for			
	ENCINE		
606 Signature 607 Printed name of officer	First EDWARD MI P	Last COOKE	
606 Signature 607 Printed name of officer	First EDWARD MI P		
506 Signature 507 Printed name of officer 508 Position with reporting entity 509 Business telephone number of officer	First EDWARD MI P CO-CEO (201)-612-	9696 ext- 4085	
506 Signature 507 Printed name of officer 508 Position with reporting entity 609 Business telephone number of officer	First EDWARD MI P CO-CEO (201)-612- II PCOOKE @ INCOMM	9696 ext- 4085	
606 Signature 607 Printed name of officer 608 Position with reporting entity 609 Business telephone number of officer 610 Email of officer Required if available – not for public release	First EDWARD MI P CO-CEO (201)-612- II PCOOKE @ INCOMM 11/3/08	9696 ext- 4085 SOLUTIONS, COM	
606 Signature 607 Printed name of officer 608 Position with reporting entity 609 Business telephone number of officer 610 Email of officer Required if available – not for public release	First EDWARD MI P CO-CEO (201)-612- II PCOOKE @ INCOMM 11/3/08	9696 ext- 4085	data
606 Signature 607 Printed name of officer 608 Position with reporting entity 609 Business telephone number of officer 610 Email of officer Required if available – not for public release	First EDWARD MI P CO - CEO (201) - 6/2- II PCOOKE @ INCOMM 11/3/08 New filer, registration only	9696 ext - 4085 SOLUTIONS, COM ad filing with updated registration Revised filing with updated revenue N. Suite 200 Washington DC, 20036	data

EXHIBIT 4



September 27, 2011

E. Paul Cooke President InComm Solutions, Inc. Glen Rock, NJ 07452

Dear Mr. Cooke:

In response to InComm's recent request, Sprint has compiled the enclosed quarterly interstate wholesale revenue data, and federal Universal Service Fund surcharge data, reflecting amounts billed by Sprint to InComm for the period beginning October 2008 and ending June 2011. Sprint has compiled this data through a search of records that it used in connection with its preparation of certified quarterly and annual telecommunications reporting worksheets (FCC Forms 499-Q and 499-A) submitted by Sprint to the Universal Service Administrative Company (USAC) for the referenced period, in compliance with Section 54.711(a) of the FCC's Rules, 47 C.F.R. § 54.711(a).

Our intention in supplying this wholesale revenue and surcharge data to InComm is to provide InComm with a record of the wholesale revenue received from InComm that Sprint previously reported to USAC as part of Sprint's quarterly and annual FCC Form 499 filings during the referenced period.

If you have any questions, please feel free to contact me at (703) 433-4503.

Sincerely,

Norina T. Moy

Director, Government Affairs

Knings, My

Cc: Jeffrey Mitchell

InComm Revenue and Federal USF Surcharges

	2008 4Q	2009 1Q	2009 2Q	2009 3Q	2009 4Q	2010 1Q	2010 2Q	2010 3Q	2010 4Q	2011 1Q	2011 2Q	Total
Interstate Wholesale Rev	241,373.08	258,508.10	253,823.48	241,967.58	209,861.01	190,781.08	159,032.06	163,059.16	170,078.95	174,786.14	145,993.15	2,209,263.79
Federal USF Surcharges	27,658.00	25,516.14	29,969.52	32,361.90	26,028.64	25,994.47	22,459.90	20,194.72	20,083.72	25,471.29	20,443.07	276,181.37

EXHIBIT 5

LUKAS, NACE, GUTIERREZ & SACHS, LLP

8300 GREENSBORO DRIVE, SUITE 1200 MCLEAN, VIRGINIA 22102 703 584 8678 • 703 584 8696 FAX

WWW.FCCLAW.COM

RUSSELL D. LUKAS
DAVID L. NACE
THOMAS GUTIERREZ*
ELIZABETH R. SACHS*
DAVID A. LAFURIA
PAMELA L. GIST
TODD SLAMOWITZ*
BROOKS E. HARLOW*
TODD B. LANTOR*
STEVEN M. CHERNOFF*
KATHERINE PATSAS NEVITT*

ALI KUZEHKANANI
LEILA REZANAVAZ

OF COUNSEL
GEORGE L. LYON, JR.
LEONARD S. KOLSKY*
JOHN CIMKO*
J. K. HAGE III*
JOHN J. MCAVOY*
HON. GERALD S. MCGOWAN*
TAMARA DAVIS BROWN*
JEFFREY A. MITCHELL
ROBERT S. KOPPEL*

*NOT ADMITTED IN VA

CONSULTING ENGINEERS

October 14, 2011

VIA ELECTRONIC MAIL

Michelle Garber Director of Financial Operations USAC 2000 L Street, N.W., Suite 200 Washington, D.C. 20036

Re:

InComm Solutions, Inc. (Filer ID 828883)

Overpayment of Universal Service Contributions

Ms. Garber:

As you know, we represent InComm Solutions, Inc. ("InComm"), a provider of stand-alone audio bridging (teleconferencing) services. InComm recently came into compliance with its Telecommunications Reporting Worksheet filing requirements and has now remitted to USAC \$578,215.48 in current and prior period Universal Service Fund ("USF") contributions and late filing penalties. However, we are following up on previous communications concerning the imminent over-collection of USF contributions from InComm. This over-collection will occur because, during the time InComm was not in compliance with its USF filing obligations, InComm's underlying wholesale carrier, in accordance with Federal Communications Commission ("FCC") rules, reported and was assessed USF contributions based on over \$2.2 million of historical InComm assessable interstate revenue. Thus, contributions based on this portion of InComm's revenue have already been collected by USAC.

We write now to contest this over-collection and to provide USAC with specific information obtained from InComm's wholesale carrier concerning the exact amount of the previously reported revenue. This information will enable USAC to precisely calculate the amount of USF contributions already assessed and collected on this revenue and, just as importantly, permit USAC to accurately report the size of the overall USF contribution base. Because, in accordance with FCC rules, this historical InComm revenue has already been assessed as end-user revenue, we

¹ See Letter from Jeffrey Mitchell and John Cimko, Counsel for InComm, to USAC (August 31, 2011) ("August 31 Letter"); see also Letter from Jeffrey Mitchell and John Cimko, Counsel for InComm, to USAC Form 499 Data Collection Agent (June 30, 2011) ("June 30 Letter").

request that USAC accept the information we are providing, and recalculate InComm's contribution obligations. See 47 C.F.R. § 54.713(a) ("Once a contributor complies with the Telecommunications Reporting Worksheet filing requirements, [USAC] may refund any overpayments made by the contributor, less any fees, interest, or costs."). InComm is not seeking adjustments to previously assessed late fees or penalties associated with its late filing of Telecommunications Reporting Worksheets.

As set forth in the summary tables below, we calculate the overpayment amount to be \$261,341.00:

Revenue Time Period (Worksheet)	2008/4Q (2009 499-A)	2009 (2010 499-A)	2010 (2011 499-A)	2011/1Q; 2Q (Nov 2010 499-Q; Feb 2011 499-Q)		
Original Base	\$872,237	\$2,994,203	\$2,224,507	\$1,144,500		
Previously Reported Base	241,373	964,160	682,951	320,779		
Adjusted Base	630,864	2,030,043	1,541,556	823,721		
Original Obligation	88,868	334,124	284,459	148,962		
Adjusted Obligation	64,275	226,533	197,127	107,137		
USF Overpayment	\$24,592	\$107,591	\$87,332	\$41,825		

SUMMARY					
2009 499-A	\$24,592.27				
2010 499-A	107,591.01				
2011 499-A	87,332.50				
SUBTOTAL	\$219,515.77				
2012 499-A ²	41,825.23				
TOTAL	\$261,341.00				

Background

As we have set forth previously, InComm has been providing teleconferencing services since 2000. Effective October 1, 2008, the FCC required providers of audio bridging services such as

² InComm recognizes that the precise refund amount based on over-reported 2011 revenue will not be known until the 2012 A/Q true-up process is complete.

³ See June 30 Letter and August 31 Letter. For convenience, we briefly recount the basic facts.

InComm to begin making USF contributions.⁴ At the time, InComm made significant efforts to comply with the new rule. InComm submitted required quarterly Telecommunications Reporting Worksheets to USAC on August 1, 2008, and November 3, 2008, respectively. However, InComm was contacted by USAC staff indicating that the forms could not be processed due to missing information.⁵ While InComm intended to pursue the non-acceptance of these original filings, the 2008 financial crisis battered the company and it has only recently come into a position to resolve the issue. Nevertheless, InComm established (in November 2008), and has continued to maintain, a separate bank account for the sole purpose of accumulating funds to satisfy its USF contribution obligations.

Between October 2008 and June 2011, because InComm was not able to certify to its underlying carrier that it was contributing to the USF, the underlying carrier, in accordance with FCC rules, treated InComm's revenue as "end-user" revenue and assessed InComm USF surcharges. InComm paid these USF surcharges – in excess of \$276,000 through June 2011 – and believed, albeit erroneously, that it was in partial compliance with its USF obligations. Notwithstanding, InComm understood the importance of direct and full compliance with its USF contribution obligations. This is why InComm, without prompting, contacted USAC and, on June 30, 2011, filed all required current and prior Telecommunications Reporting Worksheets.

In July 2011 InComm received its first monthly contributor invoice from USAC reflecting \$6,666.94 in late filing penalties and over \$285,000 in current and past USF obligations (representing one-third of current and past due quarterly obligations), which it paid in full. In August, InComm received the second of the three monthly invoices for the quarter which it has also paid in full. In September, InComm received its third invoice for the quarter which it intends to pay, less the USF credit amount of \$261,341 calculated above. InComm does not have the financial ability to double pay these additional obligations which have already been submitted to USAC as contributions once.

Finally, also in September, InComm obtained a letter from its underlying wholesale carrier providing an accurate statement of wholesale revenues received from InComm between October 2008 and June 2011 that the carrier had previously reported in its Telecommunications Reporting Worksheet filings. The revenue information was compiled from "records . . . used in connec-

⁴ See Request for Review by InterCall, Inc. of Decision of Universal Service Administrator, CC Docket No. 96-45, Order, 23 FCC Rcd 10731, 10739 (2008) ("InterCall Order"), recon. pending.

⁵ The filings originally submitted to USAC did not provide an FCC Registration Number which is presumably the reason they could not be processed.

⁶ See Instructions to the Telecommunications Reporting Worksheet, Form 499-A at 21-22 (2011).

⁷ See 47 C.F.R. § 54.712(a).

⁸ InComm was not represented by regulatory counsel during this period.

⁹ See Letter from Norina T. Moy, Director, Government Affairs, Sprint, to E. Paul Cooke, President, InComm Solutions, Inc. (September 27, 2011).

tion with . . . preparation of certified quarterly and annual [Form 499s] submitted . . . to [USAC]." This letter is attached.

Over-Collection of USF Obligations from InComm Is Inconsistent with FCC USF Policy

The current USF contribution methodology requires assessment of all end-user telecommunications revenues. The FCC chose to base USF contributions on end-user revenues precisely to avoid collecting "from the same services twice." As the FCC explained, "double counting of revenues distorts competition because it disadvantages resellers." Nevertheless, the FCC has established strong rules that ensure that revenue "from the same service" is included in the contribution base at least once. Thus, although wholesale (or "carrier's carrier") revenue is generally exempt from USF assessment, wholesale carriers must treat their revenue as end-user revenue when the wholesale carrier lacks a reasonable expectation that its customers are contributing to the USF. Similarly, the Wireline Competition Bureau ("Bureau") indicated in a decision four years ago that reseller carriers have an independent obligation to report their revenue from end-user customers and to contribute to the USF irrespective of any USF surcharges already assessed and paid to their underlying carrier.

In the ATS Order, the Bureau concluded that contributors cannot contract their USF reporting and contribution obligation to their underlying wholesale carriers, ¹⁵ and that resellers must look to their underlying carriers rather than to USAC to resolve any potential double payment situations. ¹⁶ The Bureau explained that the petitioners in the ATS Order must look to their underlying carriers because USAC lacked "sufficient information upon which to verify the extent of the alleged double-payment." The Bureau further explained: "[USAC] generally does not have the ability to determine with any certainty whether and on what revenues a 'double payment' was

¹⁰ Id.

¹¹ See Federal-State Joint Board on Universal Service, CC Docket No. 96-45, Report and Order, 12 FCC Rcd 8776, 9206-07, ¶ 845 (1997) ("First Report and Order") (subsequent history omitted); cf. id. at 9207, ¶ 847 (rejecting USF assessment of gross revenue because it "creates a double-payment problem for resold services and thus is not competitively neutral").

¹² Id. at 9207, ¶ 845.

¹³ See, e.g., Federal-State Joint Board on Universal Service, CC Docket No. 96-45, Request for review of Decision of the Universal Service Administrator by Global Crossing Bandwidth, Inc., USAC Audit Report No. CR2005CP007, Order, 24 FCC Rcd 10824 (Wireline Comp. Bur. 2009) ("Global Crossing").

¹⁴ Federal-State Joint Board on Universal Service, American Telecommunication Systems, Inc., Equivoice, Inc., Eureka Broadband Corporation, TON Services, Inc., Value-Added Communications, Inc., CC Docket No. 96-45, Order, 22 FCC Rcd 5009, 5011, ¶ 6 (Wireline Comp. Bur. 2007) ("ATS Order") ("Petitioners generally seek a credit against their USAC bills for payment made to their underlying carriers, and a credit for late payment fees assessed by USAC").

¹⁵ Id. at 5012, ¶ 12.

¹⁶ Id. at 5012, ¶ 9.

¹⁷ Id. at 5011, ¶ 7.

received." Finally, the Bureau noted that recourse was also properly to the underlying carriers for double payments because the underlying carriers apparently erred in treating petitioners as end-user customers. 19

There are several critical facts that distinguish InComm's situation from that addressed in the ATS Order. First, unlike the ATS Order petitioners, InComm is not seeking exemption from all USF obligations during the period in which InComm paid USF surcharges to its underlying carrier, nor is InComm seeking a credit equal to the USF surcharges paid to its underlying carrier. Second, unlike in the ATS Order where the precise amount of the double payment could not be determined, InComm has obtained from its underlying carrier the double-reported revenue which will allow USAC to exactly calculate the double-payment amount. Third, unlike in the ATS Order where petitioners attempted to contract away their USF obligations and their underlying carriers mistakenly reported and contributed on petitioners' revenue, the underlying carrier in this case was obligated by FCC rules to report and contribute based on InComm's unreported revenue (which it did). Second in the ATS of t

InComm, by providing USAC with the precise amount of previously reported revenue, has made determining the exact amount of the double-payment as simple as calculating the obligation in the first instance. Moreover, USAC has an obligation to accurately report contribution base revenues. InComm, by providing USAC with the amount of previously reported contribution base, will enable USAC to avoid overstating the contribution base for both 2011 and to the extent USAC updates prior periods.

¹⁸ Id. at 5013, ¶ 13.

 $^{^{19}}$ Id. at 5013, ¶ 14 (finding that "proper recourse . . . is with those underlying carriers" who "may have erred" in treating petitioners as end-user customers).

²⁰ InComm recognizes, for example, that such surcharges were assessed on *wholesale* revenue only and that InComm has retail revenues that cannot be exempt. Moreover, assessed USF surcharges are unlikely to correspond precisely to the double payment because they are not calculated using the same methodology as USF obligations (e.g., no circularity factor is applied).

²¹ In theory, underlying wholesale carriers can revise their Telecommunications Reporting Worksheets to exclude the double reported revenue and thereby obtain USF credits from USAC. In practice this rarely occurs because of the administrative difficulty and the fact that revision deadlines prohibit downward revenue revisions after one year. In this case, however, the underlying carrier is arguably not permitted to make such a revision because it correctly reported InComm's revenue in the first instance in accordance with FCC rules.

The Commission's rules require that the USAC Administrator "shall keep separate accounts for the amounts of money collected and disbursed for eligible schools and libraries, rural health care providers, low-income consumers, interstate access universal service support, interstate common line support, and high-cost and insular areas." 47 C.F.R. § 54.702(h). The Administrator has a general responsibility to carry out this task efficiently, effectively, and in a competitively neutral manner. See id., § 54/702(a) (providing that "[t]he Universal Service Administrative Company is appointed the permanent Administrator of the federal universal service support mechanisms, subject to a review after one year by the Federal Communications Commission to determine that the Administrator is administering the universal service support mechanisms in an efficient, effective, and competitively neutral manner"). This ongoing duty to report collected amounts efficiently and effectively includes an obligation to accurately report contribution base revenues.

Finally, there may be some concern that permitting InComm not to submit a double payment of USF contributions in this case could tend to erode overall compliance with contribution obligations by carriers and other service providers with assessable interstate revenues. However, in 2007 the Commission significantly strengthened late-filing penalties "to encourage complete and timely payment and filing." InComm is not seeking to avoid these penalties, which provide a substantial deterrent to similar actions by other resellers. While the imposition of such penalties serves as a reasonable means of enforcing the FCC's USF rules, any requirement that InComm must also make duplicative contributions would be unjustifiably punitive.

Over-Collection of USF Obligations from InComm Would be Unfair and Cause Undue Hardship

InComm has acted in good faith to come into compliance with USF obligations first imposed on it in 2008 by the *InterCall Order*. That good faith has been further shown by full payment of \$578,215.48 in current and prior period USF obligations and late filing fees. Requiring InComm to pay USF contributions based on revenue that has already been reported – and been assessed for USF contribution purposes – would be patently unfair and would impose a substantial hardship on InComm. Given the continuing difficult economy, collection would threaten InComm's ability to continue as a going concern. Indeed, there is substantial risk double collection of these fees will cause InComm to cease operations resulting, among other things, in the loss of employment for its 64 employees and severe economic hardship for their families.

Accordingly, on behalf of InComm, we respectfully request that USAC recalculate InComm's USF contribution obligations utilizing the provided revenue information previously reported as part of the USF contributions base by InComm's underlying wholesale carrier.

Sincerely,

Jeffrey A. Mitchell

John Cimko

Counsel for InComm Solutions, Inc.

Enclosure

cc: David A. Capozzi, Esq., USAC

Vickie S. Robinson, Esq., FCC

²³ Comprehensive Review of Universal Service Fund Management, Administration, and Oversight, WC Docket No. 05-195, Report and Order, 22 FCC Rcd 16372, 16375-79, ¶¶ 9-13 (2007).



September 27, 2011

E. Paul Cooke President InComm Solutions, Inc. Glen Rock, NJ 07452

Dear Mr. Cooke:

In response to InComm's recent request, Sprint has compiled the enclosed quarterly interstate wholesale revenue data, and federal Universal Service Fund surcharge data, reflecting amounts billed by Sprint to InComm for the period beginning October 2008 and ending June 2011. Sprint has compiled this data through a search of records that it used in connection with its preparation of certified quarterly and annual telecommunications reporting worksheets (FCC Forms 499-Q and 499-A) submitted by Sprint to the Universal Service Administrative Company (USAC) for the referenced period, in compliance with Section 54.711(a) of the FCC's Rules, 47 C.F.R. § 54.711(a).

Our intention in supplying this wholesale revenue and surcharge data to InComm is to provide InComm with a record of the wholesale revenue received from InComm that Sprint previously reported to USAC as part of Sprint's quarterly and annual FCC Form 499 filings during the referenced period.

If you have any questions, please feel free to contact me at (703) 433-4503.

Sincerely,

Munita My Norina T. Moy

Director, Government Affairs

Cc: Jeffrey Mitchell

InComm Revenue and Federal USF Surcharges

	2008 4Q	2009 1Q	2009 2Q	2009 3Q	2009 4Q	2010 1Q	2010 2Q	2010 3Q	2010 4Q	2011 1Q	2011 2Q	Total
Interstate Wholesale Rev	241,373.08	258,508.10	253,823.48	241,967.58	209,861.01	190,781.08	159,032.06	163,059.16	170,078.95	174,786.14	145,993.15	2,209,263.79
Federal USF Surcharges	27,658,00	25 516.14	29.969.52	32.361.90	26.028.64	25.994.47	22,459.90	20.194.72	20.083.72	25.471.29	20,443.07	276.181.37